

The Impact of Migration Processes on the National Security of Kazakhstan

Saipzhamal S. Korganova^a, Mirash Y. Taubayeva^a, Serik A. Sultanov^a,
Saule Zh. Rysbayeva^a, Valida I. Sultanova^a, Madiyr U. Zhumabekov^a
and Mavluda K. Raximshikova^a

^aM. Auezov South Kazakhstan State University, Shymkent, KAZAKHSTAN

ABSTRACT

The purpose of this study is to analyze the impact of migration processes on the national security of Kazakhstan. However, it should be noted that national security is an expression of national interests and it is provided by means of resources and efforts of a particular state. Consequently, social security is an expression of the public interest, which may coincide entirely, partially or may not fully coincide with public interests. Social security can be provided through the state, public institutions and structures.

KEYWORDS

National security, migration, migration processes, labor market

ARTICLE HISTORY

Received 12 April 2016
Revised 19 June 2016
Accepted 10 July 2016

Introduction

Migration processes are highly relevant for the Republic of Kazakhstan and for the entire Central Asian region. Central Asia is a historic crossroads in terms of trade, and has long been regarded as a bridge between Europe, Asia and the Middle East. In the 21st century, the region is increasingly becoming a center for labor migration of the Kazakh population, and the foreign nationals working in Kazakhstan. In the Address of the President of the Republic of Kazakhstan - Leader of the Nation N. Nazarbayev (2003) to the people of Kazakhstan "Strategy" Kazakhstan-2050": a new policy of the established state", the President noted that "the growing demographic imbalance generates new waves of migration and increases social tensions around the world" (Address by the

CORRESPONDENCE Saipzhamal S. Korganova  sevinch_kor@mail.ru

© 2016 Korganova et al. Open Access terms of the Creative Commons Attribution 4.0 International License (<http://creativecommons.org/licenses/by/4.0/>) apply. The license permits unrestricted use, distribution, and reproduction in any medium, on the condition that users give exact credit to the original author(s) and the source, provide a link to the Creative Commons license, and indicate if they made any changes.

President of the Republic of Kazakhstan, 2013). In this regard, it should be noted that Kazakhstan adopted the Law of the Republic of Kazakhstan "On National Security of the Republic of Kazakhstan" dated January 6, 2012, No. 527-IV, which reflects the principles, threats, security system functions, the powers of government agencies etc.

It should be noted that migration has become one of the main factors having a direct impact on the state of the economy, culture, national policy, ethnic and international relations. Migration as one of the leading factors of globalization becomes the factor that undermines the nation-state. Each state tries to maximize the economic benefit of transnational corporations; it pursues the "closed door" policy even for those types of migration flows, which stimulate the growth of the economy. For example, Kazakhstan is ahead of the United States in terms of migration level. According to recent UN studies, the proportion of international migrants in the country exceeds that of the US by 7%. Experts believe that the new draft law "On migration" will not change the situation in the country's labor market (Kazakhstan's Law).

Kazakhstan is becoming an attractive destination for labor migrants from Central Asia and the neighboring far abroad states - China, India, Pakistan and Afghanistan. The use of foreign labor force in the context of globalization is a natural process, and this process will increase in Kazakhstan. According to experts, the number of migrants can make more than 2 million people by 2020, taking into account the informal labor migration. In this context, Kazakhstan will join some developed economies (USA, Canada, Australia), where immigrants make up 10-15% of the total workforce. According to the academician A. Koshelev (2015), "...unemployment does not decline. If Poland and Spain, it has declined in a sense, in other countries (France, Italy, Belgium, Greece, Finland and the Baltic states) this process is still in progress (20-25%)". For example, in Russia the number of migrants from Tajikistan and Uzbekistan is makes 15 - 20 million people.

In this regard, employment regulation of the Kazakh population and labor migrants from other countries remains a highly relevant problem. "We in Kazakhstan face migration pressures in some regions of the country where illegal labor migrants destabilize local labor markets" - said Nursultan Nazarbayev (2003) in his Address to the people of Kazakhstan.

The objects of national security include the personality his/her rights and freedoms, society – its material and spiritual values, the state – its constitutional system, sovereignty and territorial integrity. The basic principles of national security include the rule of law, respect for the balance of the vital interests of the individual, society and state, the mutual responsibility of the personality, society and state in terms of security and integration with the international security system.

The Republic of Kazakhstan is ranked ninth in the list of countries receiving migrants. Most migrants arrive from the neighboring countries: Uzbekistan, Kyrgyzstan and Tajikistan, many of whom work in the country without proper registration documents and the right to work. Socio-demographic profile of migrant workers varies depending on their country of origin, type of employment, work duration etc. For labor migrants from the Central Asia, Kazakhstan is considered a favorable country. Most immigrants come from Uzbekistan (16 029 people, in 2000 - 6355 people), Turkmenistan (2962 people),

Kyrgyzstan (2092 people). Central Asian republics are divided into the "receiving" states (like Kazakhstan) and the "sending" countries - Kyrgyzstan and Uzbekistan. However, most of these people according to the international statistical data are not considered migrant workers, as they are employed on a seasonal basis – for a couple of months or generally less than 6 months, which is the term, considered as a migration feature. Nevertheless, Kazakhstan is the only Central Asian country characterized by a stable labor migration.

Migration is a continuous process, which reflects historical events in the evolution of human society since the beginning of the chaotic dispersal of tribes and colonial peoples. The main motivation of modern migration is determined by a desire to improve their economic and social conditions. Migrants largely move from the poorest countries to ones that are more prosperous. This flow of migrants is the most powerful today and its pace is still increasing.

Kazakhstan aims at attracting labor resources, which is essential for a country striving for modernization. At that, this is not done by means of human resources borrowed from other countries; it is done according to the principle of historical responsibility. However, attitude towards migration in the modern world is changing dramatically. Its perception as a negative phenomenon, a threat or something uncontrolled is changing towards something that can be used by a recipient, (i.e., host country) and by a donor (sending country).

In this regard, illegal migration among transforms into the global challenge; its scope and possible consequences may pose a serious threat to international stability and sustainable development of any state. Illegal migration, along with terrorism, extremism, drug trafficking, arms smuggling, presents a real threat to the world community, in particular to Central Asia. Sustainable economic growth and stable political environment is becoming more attractive to migrants. The flow of potential migrants is also determined by unfavorable demographic situation and labor shortages in relevant countries.

The above factors contribute to increased migration flows; many of these people are illegal migrants. One should point out a certain difference among these categories of migrants. For example, illegal immigrants are foreign citizens who illegally travel to the territory of another state. Most often, this category includes citizens of countries with which the visa regime is adjusted, who arrived without the appropriate visa (Gender Aspects of Labour Migration in the Republic of Kazakhstan, 2013). Illegal migrants are mostly presented by citizens of CIS countries, with which visa-free regime has been established. In the case of entry and residence in the territory of the state without proper registration, the Commonwealth citizens become illegal migrants. The peculiarity of labor migration in Central Asia and the CIS is that it is carried within the visa-free space. Almost all CIS countries have visa-free regime and migrants stay in other countries quite legally. Upon arrival to another country, a foreigner is employed without relevant employment contract, which makes him/her an illegal worker. Illegal employment is one of the main features of labor migration within the CIS.

In the second half of the twentieth century, the number of international migrants in the world population grew, but their share remained almost permanent - with a significant increase in the developed economies and somewhat reduced - in the developing world (Kazakhstan, ir.). During this period, a diffuse model of migration processes is formed, associated with complex

structural changes in the new international division of labor. Six out of ten migrants live today in the developed countries. For example, the Chinese make the largest group of migrants in the world. Chinese diaspora is dispersed across 151 countries of the world. They make up a significant part of the population in the countries of Southeast Asia; in Indonesia, the share of married couples made about 30% of the total quantity in Singapore, Thailand, and in the Philippines. For example, in recent years the largest West European country - Germany, adopted more migrants than the rest of Europe - 64.4%. The immigration law in Germany envisaged a number of immigrant categories - internally displaced persons from among ethnic Germans; asylum seekers, i.e., persons awaiting their official status; refugees de jure, i.e., those who were granted official refugee status; convention refugees de facto, i.e., immigrants who were allowed to stay in the country on humanitarian grounds. Immigration and social policy approaches differ significantly in respect to these people.

Research Purpose

The purpose of this research is to analyze the impact of migration on the national security of the Republic of Kazakhstan, their directions and influence on the political and socio-economic situation. However, one should keep in mind the reasons for the lack of migration monitoring system, determined by such negative factors as the loss of highly qualified personnel, the growth of illegal migration, increased social tension caused by uneven resettlement of immigrants across the country.

Research questions

The main research question was as follows:

How migration affects the national security and the labor market of the Republic of Kazakhstan?

Method

The methods of direct impact on the labor market include government subsidies of employment, creation of special jobs, retraining of the unemployed and other measures. The methods of indirect impact include public policies in the field of education, employment, demographics, migration, investment, taxes etc.

Adoption of migration policy concept of the Republic of Kazakhstan for 2007-2015 aimed at improving the quality of the existing and development of new areas of migration management in the Republic of Kazakhstan. The Strategy for migration policy, envisaged by this concept proceeds from the fact that under the deeper Kazakhstan's integration into the world economy, the country's competitiveness will largely depend on the quantity and quality of human potential. Taking into account the universally recognized freedom of movement, the Concept determines guidelines for the regulation of migration processes in the short, medium and long term in the context of national interests.

Results

In the present context, migration processes strongly affect the country's national security. National security means "the internal state and the

international stance of the country, which firmly ensures its freedom, independence, integrity, national interests and excludes the threat of internal destabilization, protects vital interests of the individual" (Ethnopolitical Dictionary, 2014).

Table 1. External migration in the Republic of Kazakhstan for the period 2009-2012., thousand people (Analysis of current migration processes in the Republic of Kazakhstan, 2009).

Name	2009	2010	2011	2012
Immigrants	41,511	42,057	38,016	28,296
Emigrant	33,985	26,541	32,920	29,722
Migration balance	-7526	-15516	-5096	-1426

Negative balance of foreign migration was observed between 2009 and 2012. Therefore, the maximum value of the number of immigrants exceeding the number of emigrants was observed in 2009 – 41, 511 immigrants and 33, 985 emigrants. The minimum value of the negative migration balance was observed in 2009 - 7, 526 people; in 2012 – 1, 426 people.

One should note positive impact of the state programs like "Productivity-2020", "Roadmap for business-2020", "Employment-2020". Pursuing a policy of economic and social modernization of society, defined by the President, the country successfully implemented the program "Employment-2020", which aims at increasing income of the population by means of sustainable and productive employment (Organisation for Economic Co-operation and Development, 2012).

The program "Employment-2020" is in demand in an environment where the unemployed, self-employed and financially disadvantaged citizens need to engage in productive employment, as well as in terms of improving the efficiency of the social protection system. Thus, according to the Agency of Statistics of the Republic of Kazakhstan, 366,137 people arrived in 2012, 367,563 people left the country. Migration balance made 1426 people (Demographic Yearbook of Kazakhstan, 2013). Therefore, in 2012 the Kazakh government provided 62.3 billion tenge for the implementation of "Employment-2020". More than 91, 000 participants already signed social contracts, of which 68.2% - the unemployed (62, 200 people), 25.1% - self-employed (22, 900 people) and 6.1% - financially disadvantaged citizens (5, 500 people) (Mukhazhanova, 2008).

Discussion and Conclusion

Study of the factors and motives that influence the status of the migration process, leads to their classification in a number of major challenges. Among these challenges, one should mention above all the economic, demographic, environmental and social problems. The economic problems include economic restructuring; regional disparities; differentiation in payment, etc. Demographic challenges include problems referring to the labor force reproduction and the age and sex structure of the population. Ecological challenges include problems related to the Aral Sea, industrial waste in East Kazakhstan Region, etc. Social dilemmas include the lack of social services, low profitability of enterprises, the lack of growth prospects, rise in crime, etc.

The combination of key socio-economic and political factors is significant for external migration; for the internal one - socio-economic and environmental problems. The Kazakh model of interethnic cooperation is based on multi-ethnicity and multi-religious factor, in parallel to civil identification

strengthening. The optimal option for Kazakhstan could be based on adaptation and ethnic integration, and the ethnic and civic identity are viewed as complementary, since migration is an important element of the demographic and economic development of the country. Under these circumstances, migration policy, aimed at limiting migration flows, contradicts the country's interests. There is a need to strengthen the social and humanitarian component of migration policy, along with improvement of the legislative framework in the spirit of the universally recognized principles and norms of international law, to adopt long-term migration programs, taking into account current political, economic, social and cultural realities and the foreseeable prospects.

The authors of this research believe that the process for each particular area is characterized by the interaction of two trends: outflow of population and arrival of migrants from other areas. Migration mobility of the population has an internal focus by its structure; it makes 86.7%. As regards internal migration, regional/intraregional migration makes 54.2%; inter-regional migration makes 45.8%. Estimated projections show increase in arrival rate ratio, i.e., one should expect influx of immigrants into a number of cities - Shymkent, Arys, Kentau, Turkestan, into Tyulkubas and Shardara districts of the region (Toleubayev, Jansen & van Huis, 2010).

Decline in arrival rate ratio is observed in a number of areas of South Kazakhstan Region - Sozak, Tolebiysk, Ordabasy and Saryagash. According to the forecasts, increase in population outflow is observed in Shymkent, Kentau and Maktaaral, Ordabasy, Otyrar, Saryagash, Sozak and Tolebi areas (Bisekov, 2012).

The political party "Nur Otan" is actively involved in solving social problems of the Kazakh citizens. According to Askar Kurmanbay, Secretary of "Public reception" department of the Central Office of Nur Otan in 2013, statements of 98,534 people were considered. This figure exceeds the last year's index by more than 40 thousand people. In particular, 8.3% (8157) people turned to the regional branch of the South Kazakhstan Region. Most people required employment - 27.6% (27,195 people). The largest number of applicants consisted of unemployed people (19,153 persons). Considering the total number of citizens, 58.9% (17,003 persons) solved their problems, 7977 persons gained job positions (Social Protection and Employment, 2012).

Thus, the decisive factors influencing the migration processes in the country and its regions include:

- average wage level;
- population quantity, the intensity of the size of investments in fixed assets and the unemployment rate are less significant compared to the level of wages;
- migration processes in rural areas partly due to a change not only macroeconomic indicators, as well as social and other causes of domestic nature.

Regulation of social processes, including the labor market, presents a system of targeted actions on the process aimed at its normalization.

Labor market regulation should be aimed at improving its functioning, ensuring the conditions of labor force reproduction and its distribution in the territories, areas and sectors of the economy in order to achieve a balance

between labor demand and supply and rational employment of the population (Otobe, 2011).

Thus, migration presents a complex social phenomenon, which is influenced by various factors. Migration flows have an impact on the political, demographic, ethnic, social and economic situation. In this regard, the role of political and administrative decisions aimed at maintaining political order increases; migration has become the object of political control and regulation, however, their relevant effectiveness cannot be achieved without the development of the relevant areas of scientific knowledge. The only valid and acceptable solution to the problem of migration, acquiring global dimensions and fraught with considerable negative consequences, implies combination of efforts of all interested states and international organizations in the present context.

Implications and Recommendations

According to the International Organization for Migration, Kazakhstan is among the countries with the most powerful migration. The scale of migration processes in Kazakhstan will continue to grow; their direction and influence on the political and socio-economic situation will deepen, though; the Republic already feels the pressure of immigration flows. However, there is no system for monitoring the migration, which could predict its development at the national, regional and global scale.

Given the focus of public policy to become one of the 30 most competitive countries of the world, the expansion and development of international relations, the country's accession to the World Trade Organization the development of the migration situation becomes obvious. According to experts, all this gives rise to the following difficulties:

- Kazakhstan will continue to face serious problems related to negative factors such as the loss of highly qualified personnel, the growth of illegal migration, increased tension due to the uneven resettlement of immigrants across the country;
- economic security of Kazakhstan will depend not only on immigration, but also on its structure and territorial distribution;
- labor migration will include increase in immigration from countries with intense migration potential;
- Increased flow of different categories of immigrants from Central Asia and other countries;
- migration from rural areas to the cities will continue to be the predominant form of inter-provincial territorial location, which indicates increase in urbanization.

According to experts, Kazakhstan migration will occur mainly from labor-surplus southern regions. Indigenous inhabitants of the overpopulated and labor-surplus Central Asian republics will emigrate through the Kazakh territory. Relative slowdown in the economic development of the Central Asian region will contribute to the outflow of the Russian-speaking population. Uncontrolled spontaneous emigration from the region, especially labor emigration, can become a source of social tension (Nazarbayev, 2003).

Stabilization of migration processes in the country includes a set of socio-economic, political and legal, organizational and financial measures in the field

of immigration, emigration and internal migration. Development of measures in the field of external migration is impossible without systematic analysis of the causes of departure, economic, political and socio-demographic assessment of its impact, forecasting emigration flows. This kind of movement of the Kazakh population is the most intense. These people are actively involved in redistribution of the national population, while all other ethnic groups prefer to participate in the external migration. These data confirm active migration from rural areas to the urban ones. Except for Uzbeks, migrants participating in intra spontaneous redistribution of the population changed residence in the countryside of the city within its area. As for urban areas, the picture of internal migration is generally defined by movement of the Kazakhs. The results of both intraregional and interregional movement are simply incomparable. Inter-regional internal migration results in population loss in Atyrau, East Kazakhstan, Jambyl, Jezkazgan, West Kazakhstan, Kyzylorda, Semey, Taldykorgan, Turgay and South-Kazakhstan region, that is, 9 out of 19 areas (Statistical Yearbook for Asia and the Pacific, 2002). Obviously, they are characterized by the least favorable living conditions for the population of the titular and other ethnic groups. Therefore, one should take measures to comprehensively address the problems of migration, which affect labor markets in the country's regions. Kazakhstan should also strengthen the control of migration flows from the neighboring countries.

Disclosure statement

No potential conflict of interest was reported by the authors.

Notes on contributors

Saipzhamal S. Korganova holds a PhD, Associate Professor of Department of International Relations and Political Science, M. Auezov South Kazakhstan State University, Shymkent, Kazakhstan.

Mirash Y. Taubayeva holds a PhD, Associate Professor of Department of International Relations and Political Science, M. Auezov South Kazakhstan State University, Shymkent, Kazakhstan.

Serik A. Sultanov Doctor of Political Sciences, Professor of Department of International Relations and Political Science, M. Auezov South Kazakhstan State University, Shymkent, Kazakhstan.

Saule Zh. Rysbayeva holds a PhD, Associate Professor of Department of International Relations and Political Science, M. Auezov South Kazakhstan State University, Shymkent, Kazakhstan.

Valida I. Sultanova holds a PhD, Associate Professor of Department of International Relations and Political Science, M. Auezov South Kazakhstan State University, Shymkent, Kazakhstan.

Madiyr U. Zhumabekov holds a PhD, Associate Professor of Department of International Relations and Political Science, M. Auezov South Kazakhstan State University, Shymkent, Kazakhstan.

Mavluda K. Raximshikova holds a PhD, Associate Professor of Department of Philosophy, M. Auezov South Kazakhstan State University, Shymkent, Kazakhstan.

References

Address by the President of the Republic of Kazakhstan. Leader of the Nation Nursultan Nazarbayev to People of Kazakhstan "Strategy" Kazakhstan-2050". (2013). *a New Policy of the Established state*. Astana, 117 p.

Analysis of Current Migration Processes in the Republic of Kazakhstan. (2009). Astana: LLP "IC" Jupiter, 23 p.

Bisekov, A.T. (2012). Key Themes and Reasons for Migration of Rural Population in the Republic of Kazakhstan. Proceedings of the I International Scientific-practical Conference *Socio-economic Modernization*, the Main Vector of Development of the Country. Moscow: AST, 230 p.

Demographic Yearbook of Kazakhstan. (2013). *Statistical Yearbook*. Astana, 784 p.

Ethnopolitical Dictionary. (2014). *Astana*. Direct access: <https://strategy2050.kz/en/>

Gender Aspects of Labour Migration in the Republic of Kazakhstan: An Expert Evaluation. (2013). In E. Abdullaev (Eds.), Almaty: Mir, 187 p.

Koshanov, A. (2015). The Problem of the New United Economic Space. *Thought*, 8, 57-67.

Mukhatzhanova, G. (2008). *United Nations (UN)*. Almaty: Kazakhstan Analysis, 60 p

Nazarbayev, N. (2003). *Undated. Kazakhstan: The Strategy for the Development of the Republic of Kazakhstan*. Direct access: http://www.akorda.kz/en/category/gos_programmi_razvitiya.

Organisation for Economic Co-operation and Development (OECD). (2012). How Do People in the Asia/Pacific Region Spend Their Time? Society at a Glance: Asia/Pacific 2011. *OECD Publishing*, 11-24

Otobe, N. (2011). *Global Economic Crisis, Gender and Employment*. Geneva: Employment Working Paper, 74.

Social Protection and Employment. (2012). *Kazakhstanskaya Pravda*. Direct access: <http://www.zakon.kz/>

Statistical Yearbook for Asia and the Pacific. (2002). *United Nations Publication Sales*, 260 p.

Toleubayev, K., Jansen, K. & van Huis, A. (2010). Knowledge and Agrarian De-Collectivization in Kazakhstan. *Journal of Peasant Studies* 37(2), 353-377.